

# Universal Periodic Review (UPR): How People who Use Drugs can Engage and Impact State Reviews



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## TERMINOLOGY

**Cycle** – A technical term used to define periods covered by the review. For UPR, a ‘cycle’ is four to five years, depending on the United Nations (UN) calendar .

**Progress report** – A report produced by the State which demonstrates progress in implementing recommendations from their previous review cycle.

**Review** – The process of reading and commenting on reports submitted by the State and civil society. When all reports’ findings are presented, Member States listen and respond with recommendations. The review is finalised once the State under review returns to the UPR Secretariat with a list of recommendations they have accepted.

**Shadow report** – A report prepared by civil society organisations (CSOs) for consideration in a State’s review. It is also sometimes called an ‘alternative report’. It shadows (follows) the progress report prepared by the State but expresses an alternative point of view from the perspective of CSOs. While progress reports submitted by States concentrate on demonstrating positive progress, shadow reports can show the real state of play and the gaps that are not mentioned by the State.

**Submission** – This term is used by the UPR Secretariat for all reports received from the State and civil society during the review. The Secretariat stresses that both progress reports submitted by States under review and shadow reports submitted by CSOs must have the same, equal value.

**State under review (SUR)** – This is a UPR-specific term to name the state (country) being examined. When you engage in your country’s UPR cycle, your home country is the SUR. You will find this term on the UPR website and its guidelines.

**Troika** – The three UN Member States countries appointed as leaders of the review process at each UPR session. Their responsibilities include receiving, reading, and presenting all the information at the session, as well as leading the actual review session. Troika members are usually the main advocacy goals for CSOs.

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1. The first UPR took place in 2006 when several UN Member States were first reviewed. This means that those first countries are going through their fourth review cycle, while others are still in their third cycle because they have had their first review later. There is no technical capacity to review all 193 UN Members in the same session.

## 1. INTRODUCTION

The Universal Periodic Review (UPR) is a United Nations human rights mechanism that monitors, analyses, and highlights human rights violations. In this mechanism, Member States undergo a review of their human rights record conducted by other States and civil society in four-to-five-year cycles. Each UPR review cycle results in the States under review receiving and accepting recommendations addressing human rights concerns highlighted during the process. States are then tasked with adopting these recommendations through national policies and agendas before they are reviewed again in their next UPR review.

For communities and networks of people who use drugs, the UPR can be a useful mechanism for long-term change. In this process, shadow reports submitted by community and civil society are considered alongside reports of Member States to inform which recommendations are suggested to States under review. While recommendations can take years to implement and are subject to political shifts at the national level, they also provide a tool to measure progress on improving the human rights situation for people who use drugs. The UPR also offers a more intersectional platform to review human rights compared to other UN treaty bodies. This makes it ideal for addressing the complex and diverse human rights issues faced by people who use drugs (for example cross-cutting issues of gender, race and ethnicity, and sexual orientation and gender identity and expression).

This brief is designed to:

- Introduce the UPR process and its relevance for people who use drugs
- Provide simple steps for submitting a shadow report for consideration in the UPR review cycle
- Provide tips and recommendations for writing a shadow report and conducting follow-up advocacy
- Provide links to resources that may be useful

## 2. WHAT IS THE UPR AND WHY IS IT IMPORTANT FOR PEOPLE WHO USE DRUGS?

The UPR was established in 2006 in response to a growing need for a platform to assess complex human rights violations through a peer-to-peer (in this case Member State-to-Member State) review process.

### The UPR is different from other UN human rights mechanisms because:

1. UPR is the only UN mechanism which considers the entirety of human rights
2. UPR is a peer review process. This means reviews are conducted by other UN Member States as opposed to experts elected to human rights bodies.
3. All reports submitted during the review process (including State progress reports and civil society shadow reports) are given equal consideration.
4. UPR is conducted in a reporting cycle (every four or five years) during which Member States report on progress towards implementation of recommendations from the previous cycle.

To date, there have been only a few examples<sup>2</sup> of drug user-led networks participating in the UPR process. However, **there are several reasons why people who use drugs should consider engaging with the UPR process:**

1. Participating in the process can help increase community knowledge and understanding of human rights.
2. Submitting a shadow report is a good way to facilitate or strengthen partnerships with other community and civil society organisations, both locally and globally.
3. Monitoring the implementation of UPR recommendations can help facilitate systemic changes that can improve the human rights and health of people who use drugs.

Utilising an intersectional<sup>3</sup> platform such as UPR allows drug user advocates to bring wider attention and action towards human rights issues that have been historically ignored at the global and national levels.

### Simplified overview of the State review cycle

The UPR cycle is relatively easy, where community or civil society can join at almost any stage. However, it is important to **follow the deadlines regarding submission of shadow reports as well as the timeline for the UPR hearing itself**<sup>4</sup>.

2. Recovering Nepal and Recovering Nepal Women submitted a joint shadow report on human rights and drug policies alongside a coalition of NGOs for inclusion in Nepal's UPR review during the 37th session of UPR, in January-February 2021. The shadow report can be accessed here: <https://uprdoc.ohchr.org/uprweb/downloadfile.aspx?filename=8235&file=EnglishTranslation>

3. For example, men and women sometimes face different human rights situations depending on the context, or persons with disabilities might be in a different situation compared to persons without disabilities, etc. All these coinciding identities of one person, along with their identity as a drug user, who face human rights violation constitute what is normally called 'intersectionality'.

4. All deadlines can be found on the UPR [official website](#) or at the UPR-Info [website](#).

You can read a simplified description of the review cycle below. For the purpose of this guide, the mid-term reporting phase has been removed<sup>5</sup>.

Right: Illustration of the UPR cycle



**Review** – This is the formal UPR hearing (also called ‘session’) which occurs in Geneva where States have their human rights records reviewed based on reporting from Member States, communities/civil society shadow reports, and human rights mechanisms. Normally, UPR sessions are held three times a year where 10 to 15 countries are reviewed.<sup>6</sup>

**Recommendations** – At the end of the UPR session, the UPR Secretariat announces recommendations to the States under review based on the UPR session hearing. The State under review has up to six months to decide and notify the UPR Secretariat<sup>7</sup> which recommendations they accept, and which ones they reject. Formal acceptance of a recommendation means the State under review agrees to report on implementation progress during their next review. While UPR recommendations are not binding, research shows countries are more likely to accept and implement UPR recommendations compared to binding recommendations from UN treaty bodies<sup>8</sup>.

<sup>5</sup> Midterm reporting – this is not an obligatory step and happens in the middle of the cycle. Two years after their last review, States and CSOs are invited to report which actions have or have not been taken to improve the human rights situation in their countries. This is a good exercise to monitor and evaluate progress towards implementing the recommendations and could also be used to apply some pressure on lawmakers at the national level if progress is slow or stalled. There are good resources on midterm reporting [here](#) and [here](#).

<sup>6</sup> You can check the [UPR website](#) for your country’s next cycle and mark the dates in the [calendar](#) to plan accordingly.

<sup>7</sup> Normally, the State under review (SUR) has some time (up to half a year, but within the same UN session) to report back to UPR Secretariat to which recommendations were accepted. After that, the UPR Secretariat publishes a report. This report summarises the process and highlights all recommendations received and SUR feedback on recommendations; that is which were accepted, and which were rejected.

<sup>8</sup> You can find a list of UN Treaty Bodies [here](#).

**Implementation** – During the four-to-five-year period between UPR cycles, States are supposed to implement the accepted recommendations. This may include passing new laws or amending or abolishing certain laws and policies contributing to particular human rights violations. The implementation phase is a very important time for community and civil society to monitor whether the State is proceeding in the right direction.

**Reporting** – Before a State's next UPR review, these three reports need to be submitted to the Troika by the UPR Secretariat:

- Progress report, prepared and submitted by the State, describing how recommendations from the previous review have been implemented. These are submitted **three months** prior to the UPR session.
- Compilation of shadow reports submitted by community and civil society, prepared by the UPR Secretariat. These are submitted **six months** prior to the UPR session.
- Compilation of materials from UN human rights mechanisms, prepared by the UPR Secretariat.

**Submitting shadow reports is the most direct way communities and civil society can contribute to the UPR review cycle.** Shadow reports track progress on the implementation of recommendations from the previous review. However, shadow reports tend to be more critical and focus on gaps in implementation which may not be mentioned by the State. Shadow reports may also introduce new human rights violations not previously addressed and suggest new recommendations.

### 3 PREPARING TO ENGAGE WITH THE UPR PROCESS

The role of communities and civil society in the UPR cycle is to be a watchdog and remind States of human rights obligations which may not be captured in the progress report submitted by the State. For this reason, organisations of people who use drugs need to be up to date on the latest recommendations and human rights reports concerning the State under review<sup>9</sup>, and ensure they are giving themselves enough time to properly plan a shadow report submission.

Preparing a UPR shadow report takes time. This is why it is imperative to plan out a timeline for your submission well in advance of the deadline. The process is more than just writing a report about human rights violations. It should also involve research on human rights, networking with other community and civil society organisations, and conducting community consultations. As previously stated, shadow reports must be submitted six months before the UPR review session. For this reason, we recommend **starting the process at least six months in advance of the shadow report submission deadline.**

#### Here are three basic steps to start:

1. Go to the [UPR info website](#) and check the stage of the cycle your country is currently in. Make note of when your State is coming up for review and begin making your timeline highlighting key deadlines, most notably the date of the shadow report submission and the date of the UPR review hearing. From this, you should formulate your own internal deadlines for organising a coalition, completing community consultations, writing the shadow report, and follow-up advocacy. These steps are covered in more detail later in this guide.
2. Download all previous materials from the UPR website – such as State progress reports and recommendations from earlier reviews – and read them.
3. While reading, make note if there is information about the rights of people who use drugs, as well as what information is missing. **During this initial research, focus on the following key questions:**
  - What, if anything, have previous UPR recommendations and other human rights reports said regarding human rights violations against people who use drugs?
  - Has the State made any notable efforts to implement these recommendations?
  - What is the State's overall position on drug policy and related health reforms?

Do not forget to check the work of your National Human Rights Institution (NHRI, often called Ombudsman in many countries). Previous national NHRI reports are also a good source of information.

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<sup>9</sup> These can be easily searched by country on the [UPR website](#).

At this stage **we recommend hiring a consultant with previous experience writing and submitting UPR shadow reports.** A good consultant will help guide you through each stage of the process and help you craft a shadow report that is written in line with standard UN human rights language. Consultants with previous experience working with the community of people who use drugs are preferable, though not always possible to find. At the very least your consultant should have a good understanding of the human rights situation in your State, including the previous UPR recommendations. They should also be knowledgeable about the legal framework of your State, particularly the laws and policies which impact people who use drugs.

During this stage you should also consider **forming a coalition with other community and civil society organisations** to submit a shadow report together. While shadow reports by individual organisations are always welcome, more value is given to submissions prepared by two or more organisations. Submitting a shadow report as a coalition further allows you to find new allies who are also working on improving the human rights situation for communities, including other key populations, in your State. Conducting consultations as part of a coalition will help bring a more intersectional lens into your shadow report, especially if each organisation is able to coordinate focus group discussions or interviews with a diverse group of communities and then able to make these community inputs form a coherent shadow report.

## 4 HOW TO SUBMIT A STRONG SHADOW REPORT FOR THE UPR

### Step-by-step checklist on submitting a shadow report

1. Check the reporting guidelines, process and key deadlines.<sup>10</sup>
2. Hire a consultant to guide you through the process and prepare the report.
3. Conduct research on previous recommendations and State reports.
4. Start building a coalition with other community and civil society organisations for a joint shadow report submission or determine if you will submit a shadow report on your own.
5. Hold community consultations on human rights and people who use drugs, including focus group discussions and key informant interviews.
6. Write your shadow report in accordance with the [submission guidelines](#), making sure to provide clear recommendations.
7. Submit your shadow report via the [UPR online platform](#) and start preparing to engage in follow up advocacy around your recommendations<sup>11</sup>.

### Detailed guidelines for preparing a shadow report

By making your shadow report focused and clear, the UPR Secretariat is more likely to extract key information from your submission and turn them into recommendations to the State under review.

#### A good shadow report:

- is relevant and shows a good balance of achievements and gaps;
- is well-structured and avoids repetition;
- draws attention to specific human rights violations and presents examples, citing specific legislation or State agencies where appropriate; and
- has a clear and precise set of achievable recommendations related to mentioned gaps.

Make sure to stick to the word limit for shadow reports. In the case of individual submissions, written submissions should not exceed 2815 words, to which additional documentation can be annexed for reference. Submissions by a coalition of stakeholders should not exceed 5630 words. **Only reports [written and submitted according to the rules](#)** are accepted and published. Please read and familiarise yourself with the rules well in advance to avoid delays.

The reviewing members do not read the whole report, so it is important to be concise. They will only read a compilation of main points prepared for them by the UPR

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<sup>10</sup> You can do this at the UPR-info website by opening your country page.

<sup>11</sup> Shadow reports and all other documentation related to UPR – such as a cover page for your shadow report – must be submitted via the UPR online platform. We recommend registering your organisation on this platform as early as possible, as it can take a few days for your profile to be approved.

Secretariat. All the information proving what you have written is accurate and factual should be cited and referenced. Testimonials from individual community members also count as evidence and should be cited.

Remember, you do not have to write about all possible human rights violations against people who use drugs. Instead, concentrate on those where you can provide clear recommendations for addressing. We recommend focussing on a maximum of three recommendations covering human rights priorities determined during community consultations. This way, it will be more realistic to achieve your advocacy goal. See template for preparing a shadow report in Annex 3.

Here are some more detailed tips on writing a great shadow report:

- 1. Identify specific human rights violations.** Along with the review of previous UPR recommendations you have already conducted, you should analyse existing legislation and policy to identify structural gaps which lead to human rights violations. Any national drug policy or drug control strategy cannot ignore international human rights obligations. Therefore, it is very important for the shadow report to reflect an accurate understanding of human rights and the legal framework of drug policy in the State. As such, it is advised to make clear links between rights violations and drug control policies.

It is also recommended to focus on one to three human rights topics and link them together through your analysis of State laws and policies. Remember, shadow reports have to adhere to a word limit, therefore having too many topics of focus means less space to present details and research. By contrast, narrowing your focus to one to three key human rights violations gives you more space to expand on these issues and bring in more details from the community.

- 2. Analyse whether human rights violations are only occurring against people who use drugs, or if there are other affected key populations or communities.** Analyse the groups specifically being affected by the human rights violations, including identifying intersectional characteristics which may affect some people in the community more than others. It is important to research intersectional influences of human rights violations on people who use drugs to make sure that further steps and recommendations are inclusive and correctly targeted. **This is where working within a coalition can be useful.**
- 3. Identify who should be held accountable for improving the situation. Recommendations in your shadow report are strongest when they are addressed to a specific State entity or piece of legislation.** For example, if you have a situation where police regularly abuse people on the streets by applying profiling and arbitrarily searching them, you should:

- Check the legislation that sets the rules for police work to see whether the police follow these rules or not in order to establish if the law and rules are the problems. If they do not follow current laws, policies and regulations are the problem.
- Analyse the profile of people who are usually stopped and searched by police. Look to see if the affected people are only people of colour, or only young people, or only those who visit particular places, etc.
- If the legislation and rules are not in line with human rights standards, the target will be policymakers. If legislation is in line with human rights standards and the problem is that the rules are not being followed, the target is the police itself or an agency which monitors the police. See also Annex 2 for more details.

**4. Prepare your recommendations.** Once you determine the parties responsible for addressing each human rights violation raised in your consultations and research, think about how you want them to address the problem. For example, you may want them to write and adopt a new law, change the policy, make a complaint and investigation mechanisms, train staff, or something else. The more precise your goal, the easier it is to advocate for inclusion in the official recommendations given to the State under review.

#### **Important tips on drafting recommendations**

- Go to the [UPR info website](#), read previous recommendations and think about how they are constructed.
- Do not go for generic and non-specific recommendations like “improve the situation for people who use drugs”.
- Stick to short and very precise recommendations like “amend the law no. (insert the exact name of the law in question)” or “develop and implement the policy for ...”.
- It is better to appoint the recommendation to its future executor, like “the Ministry of Health/Justice etc... (insert the name) should develop the policy (specify what kind of policy and what it relates to) and implement it, inviting people who use drugs to be part of the evaluation process”.

Lastly, when submitting a shadow report, your organisation cannot remain anonymous. You are required to add the name of your organisation to the report and the report itself will be made public. Additionally, examples of human rights violations will need to be referenced. In accordance with the UPR guidelines, references to individual cases in your shadow report should be made only if the safety and well-being of individuals concerned will not be jeopardised by such a reference. Please consider the safety of community members first and check with them if they are happy to be cited in the shadow report. For example, if you want to include a human rights violation reported by a member of the community, but you do not want to reveal that person’s identity, you can reference the example as: reported by a community member on [insert date].

## 4 MAXIMISING YOUR IMPACT: ADVOCACY AND FOLLOW-UP

It's important to remember that the work is not over once you have written and submitted your shadow report. There are still six months until the UPR sessions where recommendations are made towards your State. During this time, your goal should be to conduct advocacy around the recommendations in your shadow report to ensure they are given to and ultimately accepted by your State.

Once your shadow report and recommendations are submitted<sup>12</sup>, follow these advocacy steps to ensure the State accepts recommendations from your shadow report:

1. Send the shadow report and key recommendations to international human rights organisations involved with the UPR with a representative in Geneva and ask them to support your case. INPUD can facilitate introductions if you are not in touch with these organisations yet.
2. Send your shadow report and recommendations to the embassies of other Member States who may be friendly towards your specific recommendations. For example, if your recommendation is about ending the death penalty, you would reach out to Member States that are vocal about overturning laws that justify the death penalty. \*\*
3. Make a one-page document with key messages about human rights violations and the recommendations in your shadow report. Send this to selected diplomats with a plea to support your recommendations.
4. Consider holding a national presentation (in-country meetings with Embassies<sup>13</sup>) two to four months before the State review session in Geneva.
5. If you have a good relationship with prominent donor institutions in your country, share your work with them and ask for support.
6. Think of other platforms and open forums<sup>14</sup> that happen in-country or internationally where you can present your position and shadow report recommendations.
7. Finally, do not forget about the media work. It is up to you to think about how to present your findings, highlight your work, and engage the media to help promote the recommendations in your shadow report.

<sup>12</sup> It is recommended to prepare at least two language versions of your UPR work – your national language version for in-country use and English translation for international advocacy and the UPR Secretariat. Do invest time and resources into editing, proofreading, and translation.

<sup>13</sup> You can invite human rights officers from the Embassies you choose to a meeting, prepare an online presentation, or send targeted letters. This depends on your previous engagement and cooperation with these Embassies and the ongoing situation. In many States, there are focal points for human rights whose job is to meet with CSOs and collect information.

<sup>14</sup> It could be big international conferences that usually draw many donors and UN people, as well as Embassies or other UN events, etc.

\*\*When you start working on your recommendations and browse the database, pay attention to the States who make recommendations<sup>15</sup>. You need to find out which States are more open about your concerns. Do not waste your time on States who are not friendly and will not accept recommendations regarding people who use drugs. You can choose to target two to three States or more depending on your capacity and time. If you find that similar recommendations are repeated by several States who are allies, you may have a higher chance to get your shadow report and recommendations considered.

**Focus on the following:**

1. Which States usually make comprehensive and meaningful recommendations about human rights in general?
2. Which States are friendly or have a previous history of advocating for the rights of people who use drugs or key communities' rights?

Merge these two questions, and these States will be your advocacy focus.

Once the list of recommendations the State accepts is made, forwarded to the UPR Secretariat and published at the UN session, the next four-to-five-year cycle begins. You can suggest your State to create a working group or other platform to elaborate a plan to implement all accepted recommendations and mechanisms and involve civil society and community in the progress monitoring process.

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<sup>15</sup> When preparing a UPR shadow report, NGOs should point to problems and recommend a solution. NGOs advocate for these recommendations among the other UN Member States, asking them to support this recommendation, take it and read it out loud at the session. There are cases when recommendations have been written so well that the Member States just read them without changing a single word. There are also examples when generic and useless recommendations had been read when the report and advocacy papers did not provide a clear solution and one-two particular recommendations.

## 5 CONCLUSIONS

At first glance the UPR might seem an intimidating and complicated exercise, detached from the real life of the community. It may require 'adapting' to the UN way of doing things. However, it is worth the investment.

UPR is a unique human rights review tool that was designed to cover the advocacy needs of all groups and communities. People who use drugs can take this tool and use it for their own needs and benefits in an intersectional manner. UPR should be inclusive to talk about the violations of everyone's rights and enable all people to advocate for improvements in their States. However it can only be inclusive for our communities if people who use drugs are included in State reviews.

UPR is adaptive as no special UN status or human rights expertise is required to participate. It also provides a great platform to build new connections among communities and civil society within the country and globally.

UPR can be a creative way to write about human rights violations of people who use drugs which goes beyond the narrower focus of UN Conventions. This can be done by clearly showing and documenting how decades of oppressive drug policies led to violations of the rights of people who use drugs in your country. The inclusiveness of this tool gives a space to cover a wide range of human rights violations, as well as making a much-needed point on structural gaps and intersectionality. The expected outcome (the recommendations) provides participating communities and civil society with an instrument to follow up in order to ensure UPR shadow reporting is not only theoretical but also a practical exercise.

There are a lot of useful resources as well as community and civil society partners around the world who can help you take the first steps and engage in the meaningful process of UPR participation. This brief is only one of them to inspire you to start.

## 6 ANNEXES

### ANNEX 1 EXAMPLES OF HUMAN RIGHTS VIOLATIONS FACED BY PEOPLE WHO USE DRUGS WHICH CAN BE ADDRESSED WITHIN THE UPR

It is well established that people who use drugs face a multitude of human rights violations. It is also known that these human rights violations are the results of structural barriers created through drug policies based on criminalisation and the associated stigma and discrimination which follows.

No UN Convention explicitly mentions the rights of people who use drugs, but each Convention talks about human rights as being equally exercised by all without discrimination, including for people who use drugs.

*Right:* List of the most common human rights violations people who use drugs face

Name of the right	What is covered under this right	Resources and reports
The right to be free from torture, or cruel, inhumane or degrading treatment, or punishment	All State actors, including police, should respect all person's dignity and must not engage in torture or other ill-treatment; this also covers doctors and other health professionals, as well as treatment in rehabilitation centres.	Read more about this right and some others <a href="#">here</a>
The right to be free from discrimination or to have equal rights	Any individual's identity as a drug-user, or any other personal identity, cannot be used to justify deny or limit rights that all enjoy; this also includes the obligation of the State to ensure its laws and policies are not discriminatory in and of themselves.	Read more about the stigma and discrimination of people who use drugs <a href="#">here</a>
The right to be free from forced labour	No one can be forced to work, work in bad conditions or work for free; this also includes persons serving punishment for committed crimes and persons staying in rehabilitation institutions or other settings which deprive freedom.	Read more about forced labour and modern slavery <a href="#">here</a>

*Right:* Human rights violations continued

Name of the right	What is covered under this right	Resources and reports
The right to a fair trial	Everyone has access to a court and high-quality judicial proceedings as a mean to protect one's rights, including unbiased judges and the possibility to appeal.	Read more about the fair trial standards <a href="#">here</a>
The right to personal security and liberty	Freedom from arbitrary arrests and being stopped without cause by police or other State agents, and that no-one should be deprived of liberty outside a fairly made decision by a court.	Read more about arbitrary arrests and detention <a href="#">here</a>
The right to privacy and family life	Privacy of housing and correspondence to the right to have a family, and the right to raise one's children.	Read more challenges women who use drugs face on the example of one country <a href="#">here</a> more about the standards of the right to private and family life <a href="#">here</a>
The right to health	Everyone has access to the highest attainable standard of health, including accessibility to high quality health care for all people, which can further include evidence and rights-based drug treatment services.	Read more about the standards about the right to health of people who use drugs <a href="#">here</a> Also check OSF report <i>Treatment or torture</i> <a href="#">here</a>
The right to bodily autonomy and integrity	Everyone has the right to make full and independent decisions about their life and body, including to take drugs, refuse medication or to decide about pregnancy or contraception for women.	See for example UNFPA 2021 report "My body is my own" about women's bodily autonomy <a href="#">here</a> and standards explanation <a href="#">here</a>
There are many other human rights, and all human rights are rights which are to be enjoyed by people who use drugs.		

## **ANNEX 2** CHECKLIST TO SORT ALL THE INFORMATION YOU ALREADY HAVE ABOUT THE HUMAN RIGHTS VIOLATIONS AGAINST PEOPLE WHO USE DRUGS

- 1.** Make a list of all cases of human rights violations that come to your mind and group them.
- 2.** Think about why each group of violations happen – is it a legislation gap, policy fault, or human factor? Group your cases according to these criteria. Compare the list of violations you have with a catalogue of human rights – you will get the answer on how to describe them according to the international law on human rights. Ideally, you should develop a number of groups of cases, like “violations in medical institutions”, “violations by police”, etc.
- 3.** Make a list of actions which could ideally amend or improve the situation about each group of violations, like “adopt national drug policy”, “amend the Criminal Code, art. no., ...”, “train police officers”, etc.
- 4.** Be creative and write a list of what your State can and should do soon – try to match each problem with a responsible institution and particular action. For example, if you have an issue with street profiling and arbitrary searches and arrests – you check the legislation and see that police rules and procedures need improvement. In this case, your target is your National Police or Law Enforcement Ministry and your goal is new police procedures and rules that contained clear and non-discriminatory criteria who can be stopped and searched on the street. Your additional goal could also be to organise training for police officers once the new procedures are adopted.

When finishing the exercise, you will end up with a solid analysis of the human rights issues your community face, understanding why these human rights violations happen, along with a list of ideas of who should be targeted to improve the situation and several possible recommendations. This is all you will need to start drafting your UPR shadow report.

### ANNEX 3 TEMPLATE FOR PREPARING A SHADOW REPORT

This template can help you plan your report. Fill in a table like the one suggested below and analyse the results.

Name the violation	Explain why it happens	Name who is responsible to resolve the situation	Put in one clear sentence what you want to achieve = recommendation

Once you fill a table, check if all the problems are covered and if your conclusions are concise and clear to understand. If your list of violations is too long – prioritise. Think of all actions you want your government to do that can be done at the same time, or if there should be some implementation order. You may also want to concentrate on legal and policy changes first.

After that, transform the table into the narrative report and make a list of recommendations out of the last fourth column.

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The International Network of People who Use Drugs (INPUD) is a global peer-based organisation that seeks to promote the health and defend the rights of people who use drugs. As an organisation, INPUD is focused on exposing and challenging stigma, discrimination, and the criminalisation of people who use drugs, and their impact on the drug-using community's health and rights. INPUD works to achieve its key aims and objectives through processes of empowerment and advocacy at the international level; and by supporting empowerment and advocacy at community, national, and regional levels. [www.inpud.net](http://www.inpud.net)

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International  
Network of People  
who Use Drugs